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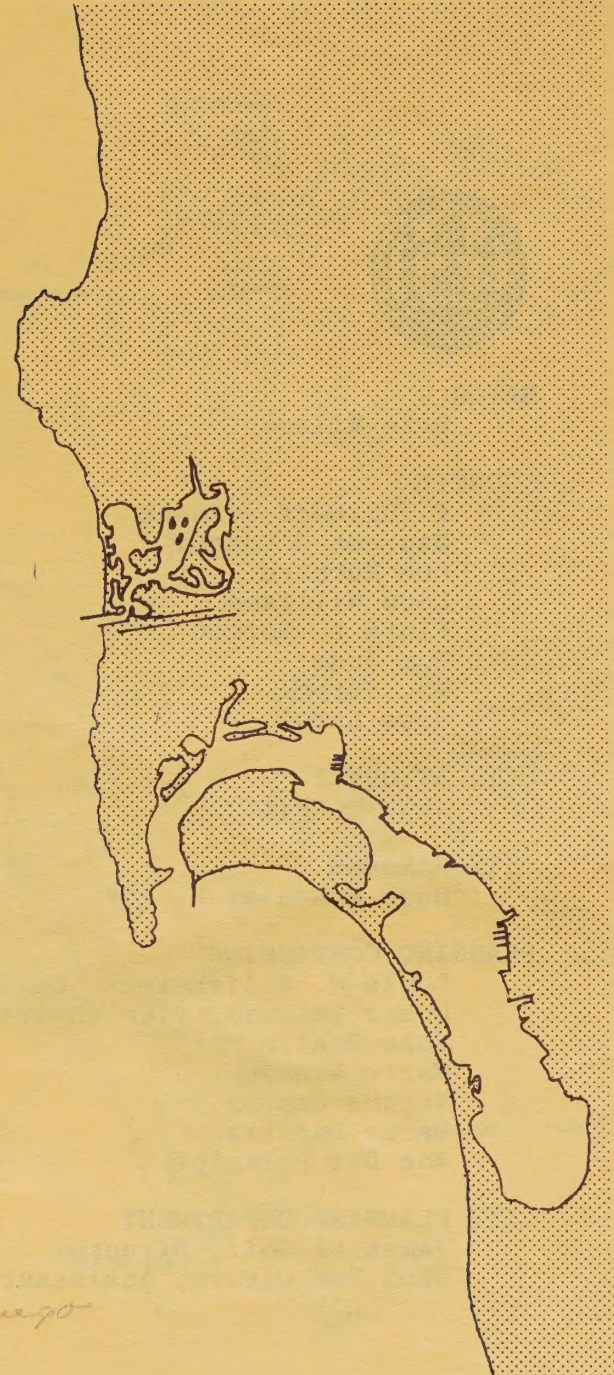
A GROWTH MANAGEMENT PROGRAM FOR SAN DIEGO

SUMMARY

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CITY ADMINISTRATION BUILDING
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SAN DIEGO, CALIFORNIA 92101

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Development recently experienced in the San Diego region has mirrored the national urban pattern of rapid population growth and land development in the outer areas, lesser growth in the closer-in areas and declining growth in the central city, combined with increasing development pressures in the rural-agricultural fringe areas. Expanded urban sprawl and increasingly scattered development has resulted in more costly public facilities and services; inefficient use of capital investment in existing built-up areas; loss of valuable open space, natural resources and environmentally sensitive land; high costs in abating pollution and increased rates of taxation.

GEOGRAPHIC SCOPE

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OBJECTIVES

1. Manage the natural growth of the region through appropriate population assimilation without artificial constraints or limitations on growth increase.
2. Making more efficient use of existing community facilities and improvements.
3. Provide the mechanism toward achieving balance in the social and economic characteristics for all communities.
4. Preserve our remaining natural resources and reduce our air, noise and water pollution.
5. Eliminate both the atmosphere and restrictions that impede a viable housing environment.
6. Recognize that without intergovernmental cooperation any proposed comprehensive program will not succeed.

MANAGING RESIDENTIAL GROWTH WITHIN THE CITY OF SAN DIEGO

The Growth Program supports neither unlimited expansion or no growth. Rather, that urban growth will occur in logically defined increments phased with and/or adjusted to the City's capacity to accommodate growth.

The program supports a continuing effort to renew and strengthen Centre City as the administrative, financial, cultural, and entertainment core for both the City and the region. Significant public and private redevelopment will be necessary to encourage revitalization and reuse of marginal lands within Centre City. In both the central area and in the older developed subareas, a general infilling and accompanying population increase is to be encouraged. Higher densities are assumed where public transportation and existing conditions support more intense land use. In general increased densities will be guided by the General and Community Plans and not exceed their density recommendations. Growth within existing communities will generally occur in the present multi family zones. The extensive areas of presently developed and zoned single family land uses will remain.

The Growth Management program would reinforce the identity of older existing communities. It would also provide a more rounded combination of land uses, greater mix of economic and

racial groups, and a wider range of housing types and densities. Apart from strengthening each community, the strategy would localize daily activities thereby reducing strains on the transportation system, and energy consumption.

Within the newly developing peripheral communities, the preferred solution reflects a slowing of growth and its redirection within the city. However, development is encouraged to fill in new communities where facilities are available or will be provided concurrent with need.

THE APPROACH (FIVE TIERS)

The preliminary growth management plan recommends the division of the City into five planning areas, designated tiers:

Tier I includes central San Diego and surrounding mixed-use areas. This area is conceptualized as the focus of the most intense and varied development of metropolitan San Diego. Land use-transportation patterns are expected to emphasize its function as a regional center.

The objectives for Tier I include attracting the most intensive land use in the city including office-administrative, professional, financial, residential, and entertainment functions, and strengthening the viability of the central area through renewal, redevelopment and new construction.

Tier II, includes the older established area generally north and east of Centre City. In general, the older communities are expected to become more diverse in land use, particularly employment opportunities and housing variety. Access and future public transportation systems are expected to emphasize nodes of activity in older communities.

The objectives of this Tier stress reuse of existing structures, upgrading and maintainance of public facilities, rehabilitation of deteriorating neighborhoods, increased densities and the removing of uncertainties about the future through reinvestment and new housing.

Tier III consists of developing areas where community facilities are needed to serve new growth. Tier III communities include Rancho Bernardo, Rancho de los Penasquitos, Mira Mesa, Scripps Miramar Ranch, Elliott, North City West, University, and South Bay Terraces.

The objectives for Tier III include supporting additional public investment necessary to complete the development of the communities in this Tier. Land in this Tier will be opened for urbanization in a staged, contiguous manner through the orderly extension of public facilities and the provision of housing for a variety of income levels.

Tier IV is the last category of potentially developable land includes land which is presently vacant and for the most part zoned for agriculture. This land is to be held as an "urban reserve". Development is not anticipated until after 1995.

The objective is to maintain Tier IV as a predominantly rural, agricultural and open land area to permit development that is consistent with these objectives, and to preclude premature development which would place a fiscal strain on the City's resources to provide capital facilities and operating expenses to serve the new development.

Tier V identifies those lands including areas subject to flooding, steep slopes and seismically unsafe or other geologically hazardous conditions. Land falling within this category also includes areas of sensitive environmental concern, such as lagoons, wetlands, unique vegetation, and wildlife.

The objective of this Tier is to maintain the non-urban characteristics of these land areas and to incorporate this unit into the Open Space and Conservation Element of the General Plan in order to conserve the natural features of the land, and guide the location of new urbanization.

IMPLEMENTATION

TIER I & II

1. Use of Capital Improvement Programs and Block Grant monies to provide needed community facilities as contrasted to the reliance on developer financing and assessment districts in Tier III.
2. Incentives to be applied such as
 - a. speeding up the land development process
 - b. elimination or reduction of impact fees
 - c. revision or amendment of existing codes and ordinances
 - d. use of performance standards which provides flexibility both in administration and in the development of the project.

TIER III

1. Use of the Planned District which would be conditioned on a community or precise plan, and would be used in the development of large acreage where little previous development has occurred.
2. Use of the Community or Master Development Plan which would be prepared with the cooperation of either citizens or developers. This approach would be used where significant urbanization has already occurred.

3. Financing by special assessment districts, impact fees, developer contribution and the City's general fund.

TIER IV

Land which is restricted to agricultural or low density residential-recreational uses for extended periods of time should be given tax relief, accomplished through the Williamson

Act. Land would be designated as an "agricultural preserve" or as open space according to the General Plan or specific plans. The open space designation is interim. This designation, however, would preclude premature development and allow urbanization to be guided.

TIER V

Tier V has been conceived as a part of the Open Space and Conservation Elements of the General Plan. The regional system is expected to be purchased either by the City or financed by a special assessment district. It can also be regulated by development controls. This system will be supplemented by community and neighborhood open space.

EXTERNAL GROWTH CONSIDERATIONS-LAND AREA OUTSIDE OF THE CITY OF SAN DIEGO.

In order to effectively implement the Growth Management Program, the City must take account of and plan for the extraterritorial effects which may result when other jurisdictions implement major public works or permit urbanization. The City, under authority of the Planning Enabling Legislation (Cal. Gov't. Code _____ 65300-301), already has the power to plan extraterritorially, and the General Plan based on growth management objectives should therefore incorporate those extraterritorial areas in which land use decisions will affect achievement of the City's objectives.

1. On the political level, the City
 - a. must work with the County to adopt compatible and mutually supportive growth management policies and
 - b. with the Local Agency Formation Commission in identifying spheres of influence.
2. The City should utilize its ownership of the Metropolitan Sewer System as a mechanism to implement the 5-tiered growth management program.
3. The City should also use its influence as the majority member of the County Water Authority to implement the program in terms of considering improvements in the water system, allocation of water to

member districts, the formation of new districts and the allocation of water only to complement sewer facilities.

4. The City should clearly coordinate its program with the County of San Diego and the Comprehensive Planning Organization (CPO), both of which support a managed growth plan.

The structure as well as the legal basis for implementation of the Growth Management Program is developed in greater detail in the "Five-Tiered Growth Management Program for San Diego" prepared for the City by Professor Robert Freilich.

It is now proposed that the City move from this general legal framework to the development of a detailed planning base including the updating and revision of the Housing and Open Space Elements, and the addition of an Urban Design, Redevelopment and new Growth Management Element to the General Plan which will support the development of ordinances, administrative procedures and other implementation techniques.

BACKGROUND STUDIES

Development Incentives - October, 1976 - An examination of various development incentives that would encourage growth inward toward already urbanized areas.

Report on Vacant and Underutilized Lands - October, 1976 - This report is an inventory of privately owned vacant residential land and underdeveloped land which is defined as being those parcels zoned for multi-family use but developed with a single family unit or a multi-family structure below the density permitted.

Low and Moderate Income Housing Allocation - October, 1976 - Explains the development of a housing allocation model which could be used as a guideline in preparing the Housing Element of the General Plan and the Housing Assistance Plan for the City.

Tier III Alternatives - November, 1976 - Examination of alternatives for growth in the Tier III communities.

Tier IV Assessed Value - November, 1976 - An inventory of the assessed value of land and improvements in the Tier IV geographic areas of each Tier III alternative.

Analysis of Community Characteristics -

December, 1976 - Each community in the City was evaluated in order to determine their potential for growth and under what condition this growth might occur.

An Analysis of Public Facilities - December, 1976 - An overview of the possible impact of growth on community facilities were the city to undertake a Growth Management Program which emphasizes growth in Tiers I and II.

An Analysis of Socio-Economic Considerations - Balanced and Self-Contained Communities - December, 1976 - This report is a preliminary effort to develop a criteria and methodology by which the communities in San Diego can be evaluated in terms of their balance and self-containment.

Summary and Conceptual Strategy for a Growth Management Program - December, 1976. A condensation of the conceptual framework of managing growth in San Diego. The report includes the alternatives for growth, a description of the Tier approach and methods for implementing development in the different Tiers.



The sketch "Communities of Character" is reprinted from the report "Temporary Paradise? A Look At The Special Landscape of the San Diego Region" prepared by Kevin Lynch and Donald Appleyard (1974)



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This report has been prepared to begin the necessary public discussion relating to the Growth Management Strategy by presenting some preliminary concepts. Out of this discussion we hope to gain two essentials of planning - citizen interest and direction.

Send your comments to the San Diego City Planning Department, 202 "C" Street, San Diego, California 92101.